METROPOLITAN TORONTO GOVERNMENT

STRATEGIC PLAN

MAY 1991

EXECUTIVE SUMMARY

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The purpose of the Strategic Plan is to help the Government of Metropolitan Toronto and its citizens prepare for change, and to clarify essential goals for the coming years. It offers a vision of the Municipality of Metropolitan Toronto, the qualities it must sustain, and those it must strive for if its citizens are to enjoy the kind of community they want for themselves and for future generations.

The Strategic Plan drew heavily from public consultations already in progress, such as the Solid Waste Assessment Plan, the Official Plan Review, and, especially, the Social Development Strategy. The latter has been examining social needs in Metro in order to establish the direction of future social programs and is an important component of the Plan.

MISSION STATEMENT

The purpose of the Government of Metropolitan Toronto is to build and sustain a diverse urban community, one that is socially, economically, and environmentally healthy. The rights of individuals must be balanced with the interests of the community as a whole. A sense of partnership, built on the effective participation of all sectors, must be fostered among its citizens, elected representatives, and public servants.

The Government must ensure that the infrastructure of Metropolitan Toronto is sound and well serviced, that the Government operates within a stable financial framework, and must provide effective, co-operative leadership on multi-jurisdictional issues.

BACKGROUND

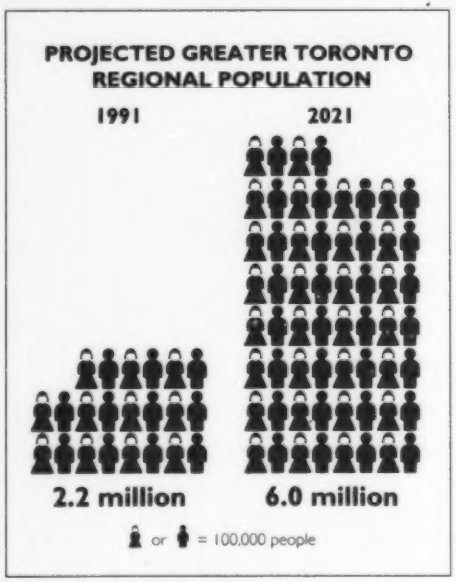
The Municipality of Metropolitan Toronto is made up of the cities of Etobicoke, North York, Scarborough, Toronto, and York and the Borough of East York. The Metropolitan Government provides a wide range of services to the 2.2 million people in the region, including roads, water, solid waste management, sewage treatment, ambulance services, regional planning, welfare, homes for the aged, hostels, child care, and regional parks.

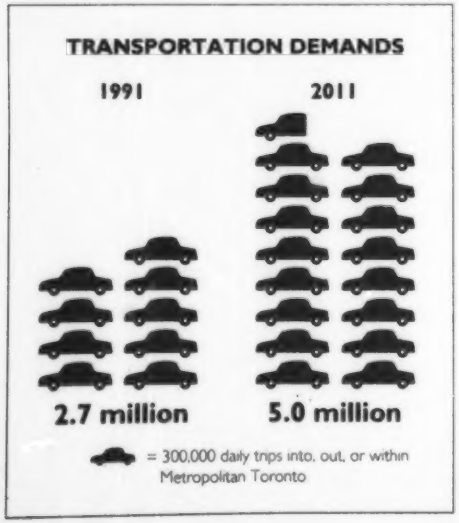
Emerging Challenges

Metropolitan Toronto is one of Canada's most varied and prosperous cultural, business, financial and intellectual centres. The Metropolitan Toronto Government — a unique body, nationally and internationally — was the early model for restructuring large urban areas in many countries, and it remains one of the few genuinely successful two-tier systems anywhere.

At the time when the infrastructure of many North American urban areas has been blighted, excellent service

EXECUTIVE SUMMARY





delivery means that Metropolitan Toronto can still be described as "the city that works."

Despite its strengths, there are concerns about changes that give evidence to a declining quality of life: increasing traffic congestion, waste disposal problems, high housing prices, and increasing crime, for example. Furthermore, global problems such as environmental degradation and economic restructuring must be factored into local decision-making to a degree never before necessary. These and other challenges, including future population growth, make remedial actions essential.

The Government of Metropolitan Toronto faces crucial decisions to ensure that the community is a liveable one for a growing population. At the same time, its ability to plan, deliver, and fund services is complicated by often confusing arrangements with the Province, and by a lack of agreement on overall goals for the Metropolitan region.

The region-wide service mandate that established Metropolitan Toronto in 1953 was the foundation for a stable urban community. Now, in co-operation with local municipalities, other regional governments, the Province, and the federal government, the Government of Metropolitan Toronto must play a central role in adapting to urban growth and to demands that transcend Metropolitan Toronto's boundaries. An essential part of that process is offered by this Strategic Plan.

PRINCIPLES:

- The quality of service to people must continue and must be delivered in the most effective, efficient, and affordable manner possible.
- Those who provide such services must be accountable to the citizens of Metropolitan Toronto; effective, prompt communications, external and internal, are essential.

FORECASTS:

- The goal of the Government of Metropolitan Toronto is to have population growth total between 300,000 and 600,000 people by the year 2011 and to reach a total of 2.5 to 2.8 million by that time. The primary source of population growth will be immigration.
- The overall population of the greater Toronto region will reach six million by 2020, and will make the Metropolitan Toronto Government a key in delivering transportation, public works, health care, community, policing, and recreation services.
- The trend to fewer children and young adults in the population will be more marked in the 1990s.
- Racial minorities will account for as much as 30 per cent of the total population by 2001.
- The assessment base will continue to grow at an average annual rate of two per cent. During the next

decade, the service and infrastructure requirements of Metropolitan Toronto will continue to accelerate, placing upward pressure on property taxpayers.

STRATEGIC ASSUMPTIONS:

- Concern about the environment will continue to grow.
- Action to improve environmental quality will remain essential to Metropolitan Toronto's future growth and prosperity.
- Metropolitan Toronto will remain one of Canada's main centres for cultural, educational, health, and financial services; these, as well as tourism and government will be the basis for future employment in the municipality.
- Policies and targets of the various levels of governments will have to be co-ordinated more closely if goals are to be achieved.

GOALS AND PRIORITIES OVER THE NEXT TEN TO TWENTY YEARS:

Primary Goals:

- a vital economy;
- environmentally sustainable urban development;
- social equity; and
- accountable governance.

Major Priorities:

Clarifying Responsibilities

- The Metropolitan Toronto Government will continue to work in partnership with local municipalities, other regional governments, and the Province of Ontario to realign program planning, funding, and delivery to overcome the problems inherent in sharing responsibilities.

Protecting the Environment

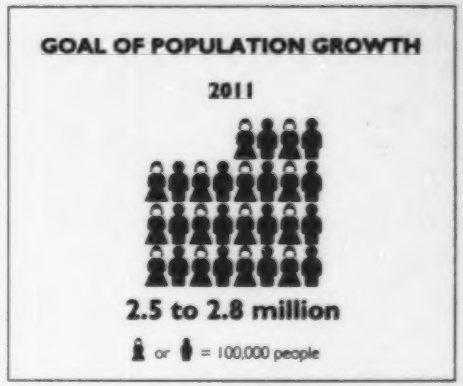
- Metropolitan Toronto will treat environmental concerns as a priority in all its decision making, policies, and actions.

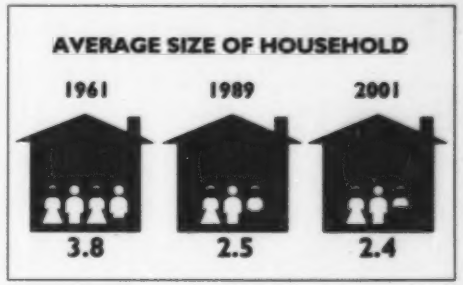
Improving Infrastructure

- The Metropolitan Toronto Government gives priority to building and maintaining infrastructure — public transit, roads, sewers, water supply, and green space — that supports a high quality of life.

Serving the Public

- Complex and difficult challenges can be met only through concerted action and full participation by all





interested and affected citizens, elected representatives, and public servants.

* The Metropolitan Government must develop a rich and varied mix of both formal and informal systems that promote local interests in order to assist individuals and groups to attain the highest possible quality of life. Services and communications must be attuned to the needs of specific cultural and linguistic communities.

Remaining Financially Healthy

* The Metropolitan Toronto Government must develop and support strong and stable resources for its revenues.
* To protect the Municipality's financial health, funding arrangements with the Provincial Government must be reformed and alternative methods of funding developed.

GENERAL OBJECTIVES AND ACTION PLANS:

The Strategic Plan identifies four major objectives and the actions needed to reach them.

A Vital Economy

The Government will endeavour to enhance and maintain Metropolitan Toronto's economy and to operate effectively in response to local and global economic conditions. The Metropolitan Government must be concerned with those factors such as employment, investments, and housing starts that contribute to the health of the general economy, as well as the Government's financial ability to supply its citizens with needed services and infrastructure.

KEY OBJECTIVES:

Supplying Needed Infrastructure

* ensuring that the Metropolitan Toronto Government provides infrastructure and services that directly support the economic vitality of the municipality.

Ensuring Stable Revenues

* developing and promoting strong and stable revenue resources for the Government.
* developing funding arrangements with the Provincial Government that clarify, separate, and disentangle roles, responsibilities, and accountability in providing public services.

Supporting Economic Development

* further developing and implementing a focused economic strategy.

ACTIONS:

Economic objectives require action on:

- provincial government support;
- capital planning;
- sewage treatment;
- solid waste management;
- transportation systems;
- housing;
- child care;
- alternative revenue sources;
- user fees;
- Metro's relationships with business, labour, and non-governmental organizations;
- jobs;
- international competitiveness and trade;
- research and development;
- recruiting new industry; and
- tourism.

Sustainable Development

Responsibility for the environment is shared among many jurisdictions. Given current understanding of environmental dangers, the Metropolitan Government is committed to providing effective leadership and collaborating with other governments, with industry, and with institutions and organizations to define and reach environmental goals that support international environmental objectives.

KEY OBJECTIVES:

Promoting Compact Urban Form

- promoting a compact urban form at densities that can be served efficiently by the public infrastructure, including transit, roads, water supply, water pollution control, solid waste management, communications and utilities;

Changing Society's Values

- promoting change in community values, from a consumer society to a conserver society;
- improving the understanding of environmental issues by individuals, corporations, and organizations and encouraging responsible environmental action by them.

Reducing Consumption

- reducing consumption of water, energy, and non-renewable resources, and reducing emissions of gasses that are thinning the ozone layer and contributing to global warming.

Enjoying Our Green Space

* providing a wide range of opportunities for continued enjoyment of natural habitats, parks, and other land- and water-based recreational facilities that contribute positively to Metropolitan Toronto's environment.

Developing Responsible Environmental Policies

* establishing policies, programs, and procedures that promote, monitor, and evaluate environmentally sound action by the public and private sectors.

ACTIONS:

The Metropolitan Government will take action on a variety of issues, including:

* fossil fuel consumption;
* air pollutants;
* solid waste ;
* tree planting;
* water use;
* water quality;
* contamination of Lake Ontario and Metropolitan Toronto watercourses;
* alternatives to auto travel;
* overall environmental management strategy; and
* environmental education.

Social Equity

The ideals implicit in the goal of social equity harmonize the relationship among people, jobs, social/institutional structures, and the built environment — fundamental to maintaining a liveable urban area.

The Metropolitan Government will strive to develop a sense of community so that residents of Metropolitan Toronto can live in harmony with one another, have sufficient employment and the income to enjoy a reasonable standard of living, and have access to various formal and informal services that maximize their ability to live in keeping with their own values, goals, and potential.

KEY OBJECTIVES:

Ensuring Access to Resources

* creating a community in which individuals and social groups have access to the resources that enable them to enjoy and maintain a satisfying quality of life, commensurate with the capacity of the economy to produce those resources.

Strengthening a Sense of Community

* supporting development of an enriched and varied mix of informal and formal support systems that will help individuals and groups obtain the highest possible quality of life.

Provide a High-Quality Built Environment

* providing an urban built environment that offers a high quality of life with a range of options for living, working, and leisure activities.

Ensuring Safety and Security

* carrying out emergency planning, and providing police and ambulance services to ensure the safety and security of all persons and property within the boundaries of Metropolitan Toronto.

ACTIONS:

Actions will be taken in respect of:

* income assistance programs;
* workforce training;
* community-based employment support groups;
* Metropolitan Toronto Social Development Strategy;
* community-based programs;
* barriers to service;
* accessibility to public transportation;
* urban planning; and
* ambulance, police, and emergency planning services.

Accountable Governance

The Metropolitan Government sees the need for action that emphasizes integrity, communication, public participation, autonomy, intergovernmental relations, and sound internal structures.

KEY OBJECTIVES:

Establishing More Broadly Based Communications

* communicating its role, function, policies, and decisions internally and externally.

Encouraging Public Participation:

* providing a process by which all members of this diverse community can genuinely participate in and respond to Council's deliberations and decisions.

Pursuing Partnerships

* taking a leadership role consistent with the unique nature of the Metropolitan Government's co-operative and supportive relationship with local municipalities, other regional governments, the Greater Toronto Area, the Province, the Federal Government, and consistent with its international relations.

Strengthening Accountability

* asserting the Metropolitan Toronto Government's autonomy to determine the nature and scope of its services, programs, and policies.
* demonstrating the highest standards of collective

and individual integrity in exercising the authority vested in elected officials and staff.

- organizing and structuring the Metropolitan Toronto Government's decision-making bodies and procedures in ways that promote co-ordinated, effective, open, timely, and efficient resolutions and actions.
- ensuring that Council's decision-making structures protect and accommodate the diverse needs, including cultural needs, of all members of the community.

Monitoring Plans and Actions

- measuring Council's performance against the strategic planning goals, and reporting regularly on its achievements.
- introducing effective environmental monitoring so that the Metropolitan Government's actions enhance and protect the environment.
- asserting Council's policy direction and financial control over its agencies, boards, and commissions.

ACTIONS:

In order to reach its objectives for accountable governance, the Government of Metropolitan Toronto will have to take a variety of actions on such vital issues as

- Council's initiatives and undertakings;
- literacy, visual and hearing disabilities, and multilingual requirements;
- public participation;
- local municipal consultation;
- alternative decision-making structures;
- adherence to public trust standards;
- strategic priority-setting procedures;
- Council's policy role;
- approval and other procedures;
- relationships with special purpose bodies, agencies, boards, and commissions; and
- relationships with advocacy, community, and special-interest groups.

IMPLEMENTATION

By allocating the activities of the Government of Metropolitan Toronto into four work policy areas, the Strategic Plan serves as a guide to focus the Metropolitan Toronto Government in the next ten to twenty years. The Plan will help elected officials and staff establish priorities and manage emerging issues.

It will also permit staff to channel material to Council on an integrated, issue-specific basis, and provide a yardstick for measuring achievements of both Council and staff. Furthermore, the Plan can be used to help structure debate arising from conflicts that inevitably emerge from competing objectives.

Successful implementation of strategies and actions will require some realignment of current priorities, and will have to be balanced against availability of funds. While the Plan sets directions, implementation priorities will have to be reviewed annually and integrated with ongoing budget and planning processes.

Although the Strategic Plan will not require frequent amendment, it is not an unalterable set of rules to be followed irrespective of changing realities. In the event of unforeseen circumstances, the Strategic Plan must be reviewed and altered as necessary to help the Metropolitan Toronto Government adapt to change. In this way, the Strategic Plan will remain a dynamic and integral part of future policy formulation.

IN SUMMARY

While the challenges ahead may seem daunting, there is every reason to have confidence in the ability of the Metropolitan Toronto Government to meet them. This community originated in the determination of people with foresight and daring who recognized that the future would not be like the past. Their goal then — and ours now — is to provide citizens with an urban area that is economically and environmentally healthy — that encourages their hopes for themselves, their families, and their community —and helps them translate those ambitions into reality.

METROPOLITAN TORONTO GOVERNMENT

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INTRODUCTION

The purpose of this Strategic Plan is to help the Government of Metropolitan Toronto and the people it serves prepare for change and to clarify essential goals for the coming years. It is the result of an intensive nine-month review of the needs of the residents of Metropolitan Toronto, the goals of its Government, and the strategies that might be implemented to meet them.

If public policy is to be effective, it must be formulated on the basis of more than the day-to-day issues that dominate municipal government. This Strategic Plan offers a vision of The Municipality of Metropolitan Toronto, the qualities it must sustain, and those it must strive for if its citizens are to enjoy the kind of community they want for themselves and for future generations.

In order to develop the strategy described in this document, certain assumptions were made about likely trends in the next twenty years that could influence jobs, housing, population, and social services in Metropolitan Toronto. Long-term goals were set and will be a factor in decision-making in keeping with the values of the Government and people of Metropolitan Toronto. These goals will enable those responsible for the Metropolitan Government to act consistently and accountably.

MISSION STATEMENT

The purpose of the Government of Metropolitan Toronto is to build and sustain a diverse urban community, one that is socially, economically, and environmentally healthy. The rights of individuals must be balanced with the interests of the community as a whole. A sense of partnership, built on the effective participation of all sectors, must be fostered among its citizens, elected representatives, and public servants.

The Government must ensure that the infrastructure of Metropolitan Toronto is sound and well serviced, within a stable financial framework, and it must provide effective, co-operative leadership on multi-jurisdictional issues.

A SHORT HISTORY

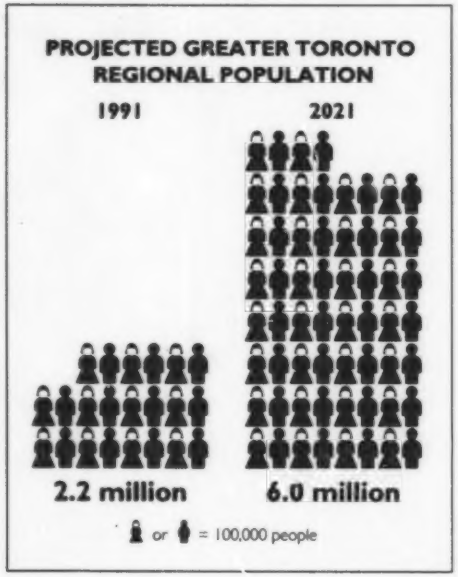
In the early 1950s, Canada was a nation brimming with energy and confidence, having successfully met the challenges of World War II. No longer mainly rural and agricultural, its economic vitality was found in its urban areas and, most particularly, in the City of Toronto and the patchwork of towns and villages that surrounded it. However, rapid post-war growth in the local municipalities had led to duplication and overlap, making it increasingly difficult to meet demands for basic municipal services, economically or efficiently. Furthermore, an increasingly complex inter-relationship of various area-wide interests made it clear that, in dealing with certain issues, local government could not logically continue to be narrowly "local". In fact, there were many advantages to be gained by planning and delivering major services across a wider metropolitan area.

Therefore, in 1953, the Province of Ontario incorporated The Municipality of Metropolitan Toronto as Canada's first two-tier urban regional government. The Government of Metropolitan Toronto now provides a wide range of services to the 2.2 million people of the cities of Toronto, North York, Scarborough, Etobicoke, and York, and the Borough of East York. Those services include: regional roads and expressways, water, solid waste management, sewage treatment, ambulance services, regional planning, welfare, homes for the aged, hostels, child care, and regional parks.

In addition, through several separate agencies, boards, and commissions, the Metropolitan Government funds and manages services and amenities, in whole or in part, including: policing, public transit, housing, business licensing, the Metropolitan Toronto Reference Library, the Metropolitan Toronto Zoo, Exhibition Place, and The Metropolitan Toronto and Region Conservation Authority.

Education in Metro's school system is delivered by the Metropolitan Toronto School Board and six area school boards, while a separate school system is operated by the Metropolitan Separate School Board. Although both the Metropolitan Toronto and the Separate School Boards have access to the property tax base, under the existing provincial funding formula no grants are received by the Metropolitan Toronto School Board, which therefore must rely totally on property taxes to meet operating costs. However, the school boards operate independently of the Government of Metropolitan Toronto and set their own policies and budgetary requirements.

In the nearly four decades of its existence, the Metropolitan Toronto Government has evolved to meet changing community interests and needs. On December 1, 1988, those changes culminated in the first directly



elected Metropolitan Council, comprising 28 full-time representatives and the mayors of the six area municipalities. The Chairperson of this body is elected by Council from amongst the 28 directly elected members and, like them, serves a three-year term.

EMERGING CHALLENGES

Metropolitan Toronto is the strongest and most dynamic Canadian centre of business, finance, higher education, research, and health services. As well, it offers one of Canada's most varied and prosperous cultural and intellectual cores. Because it has the highest income, output, and productive capacity of any municipality in Canada, Metropolitan Toronto is a major focal point of Canada's economy. The Metropolitan Toronto Government — a unique body, nationally and internationally — was the early model for restructuring large urban areas in many countries. After almost 40 years, it is one of the few genuinely successful two-tier systems anywhere.

At a time when the infrastructure of many North American urban areas has been blighted, excellent service delivery means that Metropolitan Toronto can still be described as "the city that works".

Despite its strengths, however, there are concerns about changes that give evidence of a declining quality of life in Metropolitan Toronto: increasing congestion on the roads and transit system, air pollution, problems of waste disposal, beach closures because of water pollution, high housing prices, lack of affordable rental housing, increased crime, and a greater number of incidents related to racial tension.

Projections of future changes in the Metropolitan community make remedial action essential. It is expected that, in the next 30 years, the population of the Toronto region will reach six million people. The implications of growth on that scale are staggering. For example, transportation demands, which already strain the capacity of roads and public transit, are expected to increase by 77 per cent by the year 2011 — from the current 2.7 million daily trips into, out of or within Metropolitan Toronto to five million by that time. Unless individuals change their preference for automobile transportation, the result will be slower movement of goods and people, and there will be a serious impact on the environment from increased energy consumption and air pollution.

These and other challenges — including increased population, tensions between communities, and environmental problems — are occurring at a time when a national recession has had severe consequences for the local economy. Furthermore, some difficulties transcend our boundaries and some, like the environment, are even

global in nature and must be a factor in local decisions in a way never before necessary.

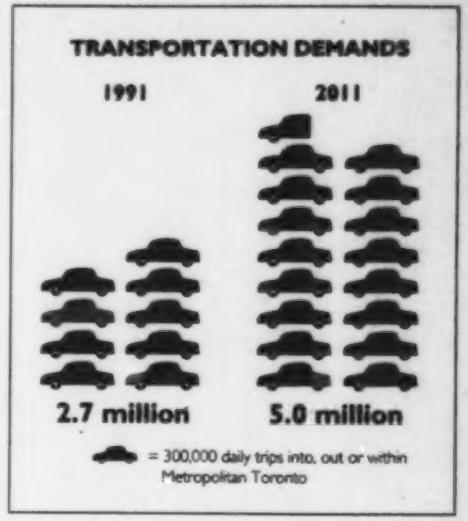
The Government of Metropolitan Toronto faces crucial decisions to ensure that the community is a liveable one for a growing population. At the same time, its ability to do so is influenced by the fact that planning, delivering, and funding of Metropolitan Toronto services depend, in part, on often confusing arrangements with the Province of Ontario. The result is that the Government of Metropolitan Toronto does not know, from year to year, what funding will be available, especially for transit, roads, and community services.

In addition, while Metropolitan Toronto is central to the urbanized area of the region, many municipalities outside its boundaries are growing, which has a direct impact on housing, jobs, and transportation within the Metropolitan community.

Although the Provincial Government has established a committee to address area-wide issues, there is currently no agreement on the overall goals for the Toronto region. This increases the difficulty of planning services for Metropolitan Toronto and the surrounding interrelated communities — making it clear that a committee is not an adequate substitute for an effective, co-ordinated regional government.

The region-wide service mandate that established Metropolitan Toronto in 1953 was the foundation for a stable urban community and met the needs of a growing population in and around the City of Toronto. Now, Metropolitan Toronto, the Provincial Government, and other communities in the region must adapt to the new reality of urban growth and to demands that transcend Metropolitan Toronto's boundaries. The Government of Metropolitan Toronto is committed to a leadership role in this transformation. An essential part of that process is offered by this Strategic Plan.

To preserve the high quality of life it wants for its residents, the Government of Metropolitan Toronto must make a fundamental shift in the way it plans, delivers, and funds its services. Once accountability is clarified, the Government can establish economic, environmental, and social policies that preserve the unique nature of its community. In co-operation with local municipalities, other regional governments, the Province, and the Federal Government, the Government of Metropolitan Toronto must play the central role in which it is most experienced: discharging regional planning and service-delivery responsibilities.



The Government of Metropolitan Toronto must be true to the principles on which it was founded — both under present circumstances and in the face of the changes that underlie new direction and priorities. In order to anticipate the changes that can be expected in the future and to formulate corresponding strategies, certain assumptions were made and targets set, based on statistical data.

PRINCIPLES

There are certain principles that guide the internal operations of the Metropolitan Toronto Government. These are being articulated in the Strategic Plan, in order to guide the people who work for and govern Metropolitan Toronto in their day-to-day activities.

- The high quality of service to the people of Metropolitan Toronto must continue and must be delivered in the most effective, efficient, and affordable manner possible.
- Those who provide such services must be accountable to the citizens of Metropolitan Toronto and must base those services on equal access; effective, prompt communications, external and internal, are an essential element in meeting that requirement.
- There should be excellence in the performance of all activities.
- There should be ready access to the skills training necessary to help meet current and future challenges.

FORECASTS

The overall population of the Toronto region may reach six million by 2020.

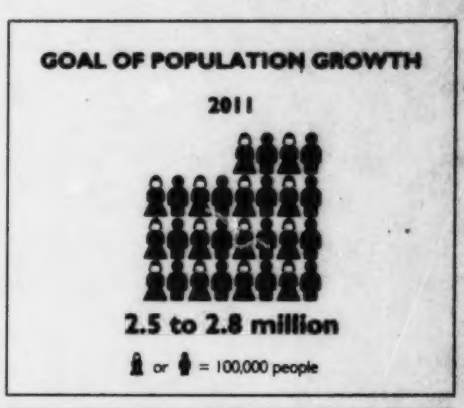
The goal of the Government of Metropolitan Toronto is to have population growth total between 300,000 and 600,000 people by the year 2011 and to reach a total of between 2.5 and 2.8 million by that time. The primary source of population growth will be through immigration.

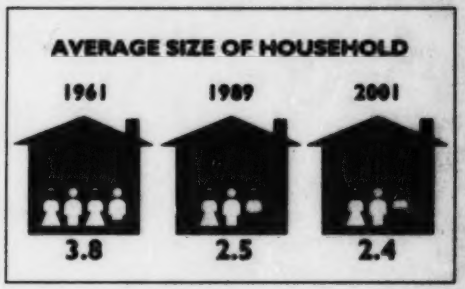
As a result, it is likely that:

- over the next ten years, while the number of elderly will increase, their proportion of the population will be lower;
- the current trend to fewer children and young adults will be even more marked in the 1990s;
- racial minorities will account for as much as 30 per cent of the total population by the year 2001; and
- the average number of persons per household, which was 3.8 in 1961 and had declined to 2.5 in 1989, will continue to decrease, to 2.4 persons by 2001.

STRATEGIC ASSUMPTIONS

- The Metropolitan Toronto Government will continue to play a key role on behalf of the region in plan-





ning and delivery of such services as: transportation, public works, community services, policing, and recreation.

- Awareness and concern about damage to the environment will continue to grow.
- Action to improve air and water quality and to reduce damage to urban land will remain essential to Metropolitan Toronto's future growth and prosperity. All infrastructure expansion, industrial development, and related services, both in and outside Metropolitan Toronto, will have to adhere to the principles of sustainable development, as set out in the Report of the World Commission on Environment and Development.
- Metropolitan Toronto will remain one of Canada's main centres for cultural, educational, health, and financial services; these, as well as tourism and government, will be the primary basis for future employment growth in Metropolitan Toronto.
- The assessment base will continue to grow at an average annual rate of two per cent. During the next decade, the service and infrastructure requirements of Metropolitan Toronto will continue to accelerate, placing an upward pressure on property taxes.
- The Metropolitan Toronto Government will continue to pursue innovative and co-operative partnerships with other levels of government in order to plan and deliver essential services effectively. The policies and targets of the various levels of government will have to be clarified and co-ordinated more closely if they are to be achieved.

In order to fulfil the mission it has set for itself, and based on its principles, forecasts, and strategic assumptions, the Government of Metropolitan Toronto has established the following goals and priorities to which it will give emphasis over the next ten to 20 years.

PRIMARY GOALS

A Vital Economy:

Ensuring the vitality of the Metropolitan Toronto economy and the financial stability of the Metropolitan Toronto Government.

Environmentally Sustainable Urban Development:

Focusing all possible resources of the Metropolitan Toronto Government to minimize global environmental problems, maximize the environmental benefits of public and private investment, minimize unnecessary consumption of physical resources, and provide a clean, healthy, environmentally sustainable urban community.

Social Equity:

Developing a sense of community in which residents of Metropolitan Toronto live in harmony with one another, have sufficient employment and income to enjoy a reasonable standard of living, and have access to various formal and informal services that maximize their ability to live in keeping with their own values, goals, and potential.

Accountable Governance:

Governing Metropolitan Toronto, in partnership with all levels of government, in a manner that is fiscally responsible, through an open, accountable, responsive, and accessible Council dedicated to protecting the Metropolitan community's breadth of opportunity and choices and ensuring that the needs and aspirations of its residents are met.

MAJOR PRIORITIES

These goals will help focus policy decisions and define action needed to achieve them. They will guide Council in its decisions. But resources are always limited, and the Metropolitan Toronto Government must set priorities if it is to live up to its overall mission. Therefore, priority will be given to the following:

Disentanglement

The Metropolitan Toronto Government will continue to work in partnership with area municipalities and other regional governments, as well as the Province of Ontario and the Federal Government to "disentangle" responsibility and authority for planning, delivering, administering,

and funding services. "Disentangling" means clarifying and co-ordinating responsibilities and powers to overcome the problem of shared program planning and delivery. Appropriate funding arrangements must be formalized and, once established, must be honoured — not always the case at present. When there is clarity, stability, and predictability in program funding and delivery, the Metropolitan Government will be able to act decisively and be more accountable in achieving its objectives.

In further keeping with this priority, the Metropolitan Toronto Government will continue to press the Province to revise the funding arrangements for government services, in order to match them more closely to program responsibilities.

Environment

Metropolitan Toronto will treat environmental concerns as a priority consideration in all its decision-making, policies, and actions.

Environmental damage is an increasingly urgent concern in all parts of the world. As a major urban centre, Metropolitan Toronto must ensure that it acts in an environmentally responsible manner. Government programs designed for economic or social development must be balanced carefully against their possible cost to the environment.

Infrastructure

The Metropolitan Toronto Government gives priority to building and maintaining infrastructure — public transit, roads, sewers, water supply, and parks — that support a high quality of life.

In order to plan to meet the infrastructure needs of a growing population, Metropolitan Toronto must concentrate, not just directly on infrastructure, but also on urban form — the distribution of population that influences the availability and choice of workplace, residence, and leisure activity. This will be the crux of the Official Plan for Metropolitan Toronto that will implement, in part, key points of this Strategic Plan.

Adequate infrastructure is fundamental urban life: it affects people's ability to move comfortably and efficiently around a community and, therefore, it influences their perceptions of whether that community is a good place to live and work. Maintaining and expanding infrastructure to serve a growing population will require careful planning and innovative funding arrangements.

Participation

Complex and difficult challenges can be met only through concerted action and full participation by all interested and affected citizens, elected representatives, and public servants. Social, economic, and environmental

issues will come to be fully appreciated only through open communication and public involvement. Therefore, the Government of Metropolitan Toronto is committed to the formation of partnerships and to a process of genuine public participation in its decision-making.

Access

The Metropolitan Government must continue to support a varied mix of both formal and informal systems that promote local interests, in order to assist individuals and groups to attain the highest possible quality of life.

Services must be attuned to the needs of specific cultural and linguistic communities. Diverse requirements can be met best when local communities are empowered to meet their own needs. The primary responsibility of the Metropolitan Toronto Government is to support planning and funding of such services.

Revenue Sources

The Metropolitan Toronto Government must develop and support strong and stable sources for its revenues.

To protect the Municipality's financial health, funding arrangements with the Provincial Government must be reformed and alternative methods of funding developed. Options include: developing tax sources that are more progressive than the property tax; forming private sector funding partnerships; and applying user fees more widely.

The Government can sustain its central role in the Toronto region and renew its potential as a model urban community by pursuing its priorities: disentangling responsibility for programs, integrating environmental and economic concerns, maintaining and building infrastructure to support a concentrated urban form, encouraging participation and partnerships, providing social support for local communities; and underpinning it all with stable and reliable funding.

Overall strategic direction for the Metropolitan Toronto Government is defined by its primary goals — a vital economy, sustainable development, social equity, and accountable governance — and by its major priorities. Attention to the following key objectives and action plans will help advance the Metropolitan Toronto Government's strategic direction and will guide the necessary decisions about policies and resources needed to meet emerging challenges in our community.

A VITAL ECONOMY

In order to enhance and maintain Metropolitan Toronto's strong economy and to operate effectively amidst local and global changes, the Metropolitan Toronto Government must be concerned with two areas: first, those factors (employment levels, capital investment, and housing starts) that contribute to the health of the general economy and, second, the financial condition of the Government's internal economy and its ability to supply needed services and infrastructure.

Key Objectives

The Metropolitan Government is committed to the following key economic objectives:

* to ensure the provision of infrastructure and services that directly support the economic vitality of the community;
* to develop and promote strong and stable revenue sources for Metropolitan Toronto;
* to develop funding arrangements with the Provincial Government that clarify, separate, and disentangle roles, responsibilities, and accountability in providing public services; and
* to further develop and implement a focused economic strategy.

Action

To ensure economic vitality, the Metropolitan Toronto Government will take important key steps in the following areas.

INFRASTRUCTURE AND PUBLIC SERVICES

For immediate action:

* ensuring continued provincial support of the Metropolitan Toronto Government's infrastructure projects.

By 1992:

* developing a process for deciding on capital planning priorities, in a way that integrates all capital infrastructure developments; and

- developing a process for assessing the economic benefits of each capital project.

Ongoing targets:

- providing sufficient sewage treatment and pipe capacity to meet increasing needs;
- providing programs and facilities that will help meet the Metropolitan Toronto Government's objective of reducing waste volumes by half by the year 2000;
- increasing the efficiency of the public transit system, in accordance with the provincial "Let's Move" transportation initiatives;
- increasing the efficiency of Metropolitan Toronto's road systems to better accommodate goods and services;
- promoting a more efficient air transportation system to serve Metropolitan Toronto;
- promoting development of sufficient affordable housing stock to meet the needs of individuals and families; and
- increasing the ability of people to work by promoting more daycare spaces, training, and retraining programs.

REVENUE SOURCES

For immediate action:

- developing new revenue sources through the work of the Task Force on Financing Infrastructure Capital Expenditures and the Task Force on the Reform of Municipal Financing.

By 1992:

- developing plans for funding of capital infrastructure, using debt, special levies, fees, and taxes while maintaining business and industry's competitive position; and
- developing user fees for services to better apportion costs between users and general taxpayers.

Immediate and ongoing targets:

- limiting property tax increases for Metropolitan Toronto services, and so that they will go no higher than the rate of inflation; and
- continuing to work toward implementation of a fair and equitable assessment and taxation system for Metropolitan Toronto.

RELATIONS WITH THE PROVINCIAL GOVERNMENT

For immediate action:

- re-establishing the levels of provincial transfer payments stipulated in existing agreements until new arrangements are negotiated;
- developing relations with the Provincial Government to ensure that the Government of Metropolitan Toronto is consulted and has an opportunity to discuss the implications of provincial initiatives, including any transfer of responsibilities to Metropolitan Toronto's Government, before any changes are introduced; and
- developing consultation arrangements with the area municipalities that co-ordinate communications and representations to Provincial and Federal governments on matters of common concern.

By 1992:

- establishing new funding formulae for community services and the Metropolitan Toronto transit system.

Immediate and ongoing targets:

- establishing new financial arrangements between the Metropolitan Toronto Government and the Province of Ontario, based on realigned roles and responsibilities, under which funding for education, income maintenance, and employment preparation programs will come solely from progressive tax sources, rather than from property taxes;
- developing strategic alliances with business, labour, and non-governmental organizations to represent the interests of Metropolitan Toronto more effectively to the Provincial and Federal Governments; and
- improving communications among levels of government by having representatives of the Metropolitan Council meet regularly with those of the party caucuses of both the Federal and Provincial Governments.

ECONOMIC DEVELOPMENT

While the previous three areas of action deal with the financial condition of the Metropolitan Government, Economic Development is more concerned with influencing the economy of Metropolitan Toronto as whole.

Immediate and ongoing targets:

- increase the number of higher value-added jobs;
- enhance Metropolitan Toronto's international competitiveness as a business location;
- increase the volume of Metropolitan Toronto's export of goods and services;

- strengthen the international competitiveness of businesses in Metropolitan Toronto;
- increase the amount of research and development carried out by local companies;
- maintain an assessment base that keeps property taxes at competitive levels;
- provide sufficient serviced and suitably rezoned land to meet future needs; and
- review the regulatory processes of the Metropolitan Toronto Government to ensure they do not discourage economic development.

SUSTAINABLE DEVELOPMENT

It is now widely accepted that the planet Earth is in danger of becoming uninhabitable and that urgent measures, at every level, are essential to protect the global environment. While Metropolitan Toronto has had some success in addressing its environmental problems, work has just begun and increased effort is required.

Responsibility for environmental matters is shared among many jurisdictions; nonetheless, the Metropolitan Toronto Government is determined to provide effective leadership and to collaborate with other governments, with industry, and with institutions and organizations to define and to reach environmental goals that support international environmental objectives.

Action is needed to limit global warming and ozone depletion, to reduce solid wastes, and to protect the quality of water, soil, and air. The urban form of our cities determines, to a great extent, how sustainable we will be and is critical to our attempts to become a more environmentally sound society. By planning urban form and urban densities carefully, cities contribute to efficient use of materials and energy. A concentrated urban form can decrease reliance on automobiles and, by doing so, lower harmful emissions and help protect natural habitats.

In order to make people more aware of urban form and other environment-related issues, more and better environmental information and education are required. Policy and decision-making processes in the Metropolitan Toronto Government must be guided by environmental priorities.

Key Objectives

The Metropolitan Toronto Government will seek active public participation to achieve the following objectives:

- to maintain an environmental standard that sustains the natural processes of the region's ecosystems and that benefits the health of current and future generations;
- to promote a concentrated urban form that distributes people at densities that can be served effi-

ciently by the public infrastructure, including transit, roads, water supply, water pollution control, solid waste management, and communications and power utilities;

- to promote change in community values, from a consumer society to a conserver society;
- to reduce consumption of water, energy, and non-renewable resources and to reduce emissions of gasses that are thinning the ozone layer and contributing to global warming;
- to provide a wide range of opportunities for continued enjoyment of natural habitats, parks, and other land- and water-based recreational facilities that contribute positively to Metropolitan Toronto's environment;
- to establish policies, programs, and procedures that promote, monitor, and evaluate environmentally sound action by the public and private sectors; and
- to improve understanding of environmental issues by individuals, corporations, and organizations and to encourage responsible environmental action by a wide range of participants.

Action

If the goal of environmentally sustainable development is to be reached, the Government of Metropolitan Toronto must:

- carry out its global responsibilities;
- deal with solid waste produced in Metropolitan Toronto;
- improve its water, soil, and air quality; and
- use its Official Plan to realize the most environmentally efficient urban form.

Global Responsibilities

In co-operation with other levels of government, the Metropolitan Toronto Government will:

- establish targets for reducing per capita fossil fuel consumption and ensure that development and transit plans support targets to reduce global warming; and
- secure reductions in emissions of ozone-depleting substances (for example, chloroflurocarbons) and other air pollutants.

SOLID WASTE

To promote conservation of non-renewable resources and to reduce the environmental impact of waste through reduction, re-use, and recycling, the Government of Metropolitan Toronto will:

- develop and promote waste minimization and clean technology strategies so that, within a few decades, the community produces the smallest possible amounts of waste.

By the year 1992:

- divert from disposal 25 per cent of industrial, commercial, and municipal solid waste, in order to achieve an absolute reduction of at least 15 per cent from 1988 levels.

By the year 2000:

- reduce production of industrial, commercial, and municipal waste to achieve an absolute reduction of at least 50 per cent from 1988 levels.

RESOURCES

To reduce unnecessary consumption of non-renewable resources, the Government of Metropolitan Toronto will:

- by the year 2000, reduce the per capita consumption of municipally treated water through promotion of its efficient use;
- by the year 2005, reduce consumption of electricity and non-renewable fuels within its own operations by at least 20 per cent from 1988 levels;
- work with appropriate jurisdictions and sectors to establish similar reductions in energy use by the Metropolitan Toronto community;
- establish a tree-planting program that will significantly increase the number of trees in Metropolitan Toronto; and
- support innovative and best-available technology projects: for example, energy-conserving and emission-reducing district heating and cooling projects.

WATER QUALITY

The Metropolitan Toronto Government will:

On an ongoing basis:

- work with the Provincial Government, local area municipalities, and the governments of adjacent regions to reduce contamination of Lake Ontario and Metropolitan Toronto watercourses from urban run-off by active and passive treatment of selected stormwater discharges.

By the year 2000:

- improve nearshore lake-water quality to swimmable standards throughout the summer by reducing combined sewage overflows by detention and then treating it, as capacity permits, before releasing it into Lake Ontario and the watercourses of Metropolitan Toronto; and improving the quality of stormwater discharges through, for example, the use of wetlands, retention ponds, and detention tanks.

By the year 2020:

- secure virtual elimination of the discharge of toxic pollutants to Lake Ontario and the watercourses of Metropolitan Toronto.

SOIL

The Government of Metropolitan Toronto will promote protection of groundwater and soil from toxic contaminants and will institute programs that remediate soils now contaminated and that prevent further soil contamination.

AIR QUALITY

The Government of Metropolitan Toronto will adopt policies and establish programs that contribute to air quality improvements by encouraging alternatives to automobile travel, such as use of public transit, use of bicycles, and walking.

URBAN FORM

The Municipal Government will revise the Metropolitan Toronto Official Plan and associated infrastructure plans to allow for a possible population of between 2.5 and 2.8 million by 2011, with an average urban density of 4,400 persons per square kilometre, distributed to optimize resource conservation.

INFORMATION, EDUCATION, AND MANAGEMENT PROCESSES

To promote public commitment to environment protection and improvement, the Government of Metropolitan Toronto will:

By 1993:

- establish an overall Environmental Management Strategy as part of a Ten-Year Environmental Master Plan;
- consult with other governments and with individuals and organizations to prepare a report on the state of the environment in Metropolitan Toronto, including:
  - baseline information on key resources;
  - an assessment of the quality of those resources;
  - a refined set of targets and indicators to measure future progress; and
  - a commitment to review and update the report in the first six months of each newly elected Council's term;
- develop and implement an environmental education program for residents of Metropolitan Toronto; and
- establish improved environmental practices, policy formulation, and methods of environmental management within the Metropolitan Toronto Government.

SOCIAL EQUITY

The ideals implicit in the goal of social equity integrate the relationship among people, jobs, social/institutional structures, and the built environment. This relationship is fundamental to maintaining a liveable urban area. Addressing any factor (for example, social programs) in isolation is no longer relevant and will no longer work.

In keeping with this integrated approach, the following objectives of access, community, the built environment, safety and security collectively support the goal of social equity.

Key Objectives

- *Access*

  To create a community in which individuals and social groups have access to the resources that enable them to enjoy and maintain a satisfying quality of life, commensurate with the capacity of the economy to produce those resources.

- *Community*

  To support development of an enriched and varied mix of informal and formal support systems that will help individuals and groups reach their goals in obtaining the highest possible quality of life.

- *Built Environment*

  To provide an urban built environment that offers a high quality of life and a range of options for living and working and for leisure activities.

- *Safety and Security*

  To carry out emergency planning and to provide police and ambulance services to ensure the safety and security of all persons and property within the boundaries of Metropolitan Toronto.

Action

The Metropolitan Toronto Government will lead a collaborative effort to meet the objectives it has identified by taking the following actions.

ACCESS

The Metropolitan Government will attempt to create a community in which all individuals and societal groups have access to the resources they need to reach and maintain lives of dignity and meaning, limited only by the capacity of the economy to produce those resources.

It will support a full-employment policy that encourages investment by both public and private sectors to create and maintain the jobs needed by a growing labour force.

In order to meet its access goals, the Government of Metropolitan Toronto will:

- ✲ continue to support Metropolitan Toronto's Economic Development Strategy;
- ✲ work to encourage the Federal and Provincial Governments to co-ordinate various income assistance programs. In particular, the Metropolitan Government will urge that the welfare reforms set out in Transitions, the report of the Social Assistance Review Committee (SARC), be adopted. The SARC reforms have three basic objectives: to develop a single integrated system of welfare; to have that system fully funded by the Province of Ontario; and to shift the emphasis from welfare entitlement to helping individuals and families exit the welfare system and become self-supporting;
- ✲ act as co-ordinator and provide staff support to a multi-stakeholder committee that brings together representatives of education, business, and labour to develop and implement an effective system of workforce training that meets the needs of the economy for knowledgeable and skilled workers and the needs of individuals for appropriate education and training; and
- ✲ enhance Metropolitan Toronto Government programs to include assistance to community-based employment support groups, using such strategies as purchase-of-service contracts that are geared to defined income levels.

COMMUNITY

The Government of Metropolitan Toronto is committed to helping develop an enriched and varied mix of informal and formal support systems that assist individuals and groups to reach the goals they set in obtaining the highest possible quality of life. It will take the lead in planning, managing, and funding those community services over which it has full authority.

The principles on which formal and informal support systems will be developed are:

- ✲ equity;
- ✲ accessibility;
- ✲ individual rights;
- ✲ individual responsibilities;
- ✲ respect for family life;
- ✲ respect for diversity;
- ✲ innovation in programming and delivery; and
- ✲ local community ownership.

The Government of Metropolitan Toronto will negotiate with the Province, appropriate amendments to The Municipality of Metropolitan Toronto Act, in order to rationalize responsibilities for the planning, management, funding, and delivery of community services.

It will complete and implement the Metropolitan Toronto Social Development Strategy, which focuses on the goals of access and community empowerment. In this context, access means removing cultural, linguistic, physical or other systemic barriers to needed services. Community empowerment means that, to the extent possible, resources will be made available to the appropriate cultural or community groups to provide services that enable individuals, families, or groups to obtain the best possible quality of life.

In implementing this Strategy, the Metropolitan Toronto Government will have primary responsibility for planning and overall management of the community service-delivery system, which will continue to involve a number of delivery agents: the non-profit and private sectors, community organizations, and self-help groups.

This will mark a shift in the Metropolitan Government's role from being a service provider to planning and funding services. In order to meet its new responsibilities, the Government of Metropolitan Toronto will:

- establish a method for setting community-based service priorities;
- review all its programs to determine the extent to which they can be run by community-based, not-for-profit agencies;
- review community and Metropolitan Government roles in developing, implementing, and monitoring a new funding system based on purchase-of-service contracts; and
- encourage and support special interest groups in improving access to services.

In addition, the Metropolitan Government will implement the Choices for the Future strategy (adopted by Metropolitan Toronto Council) as quickly as possible, making key subway stations fully accessible to the disabled and elderly and introducing a community-oriented bus service.

BUILT ENVIRONMENT

In order to provide a built environment (including an infrastructure) that sustains a high quality of life and provides a range of choices and options for living and working and for leisure activities, the Government of Metropolitan Toronto will support development of structures and transportation in the Toronto region that would lead to a general distribution of population, employment, and housing in a more compact, diverse, transit-oriented urban form.

There are many issues related to transportation that require action, among them continuing negotiations with other levels of government to create a local airport authority and the need to co-ordinate a regional response

to the Ontario/Quebec Rapid Train Task Force Report, which is expected this year.

The Government of Metropolitan Toronto will also:

- promote the concept of a more compact urban form with the Province and other regional governments;
- develop a new Metropolitan Toronto Official Plan, within the context of the Toronto region, that sets objectives for distribution of population, employment, housing, and green space; and that sets the legally enforceable policy framework within which priorities may be established for the major elements of the capital works program (transportation, public works, and green space) and for private development activity; and
- develop, by June 1991, the draft of a new Official Plan for Metropolitan Toronto, to be adopted by Council in 1992. The following issues, related to the built environment, should be considered as the Plan is developed.

Housing

The Official Plan should define an urban form that effectively addresses the housing needs of Metropolitan Toronto's population, as anticipated by the year 2011, and that gives priority to intensification, redevelopment, and infill that will have a limited effect on established residential neighbourhoods.

Transportation

The Official Plan will also have to address the need to develop an integrated transportation plan that covers existing and new fixed-rail systems, surface transit, and arterial roads, as well as related pedestrian, bicycle, and parking needs. It should be designed to encourage greater use of transit, in part by providing greater accessibility to it, and to support improvements to the arterial roads and related pedestrian and bicycle systems by:

- investing in fixed-rail transit and commuter rail systems, including construction of all "Let's Move" rapid transit lines;
- co-ordinating service and integrating fares with GO Transit and local and regional municipalities' transit systems;
- encouraging higher densities along major transit corridors;
- giving public transit priority on Metropolitan Toronto roads;
- planning for physical and operational improvements to the arterial road and expressway system to accommodate surface transit initiatives and increases in traffic;
- establishing compatible on-street and off-street parking systems; and

- identifying opportunities for upgrading transit and road links to Pearson International Airport.

Public Works

In developing the Official Plan, consideration should also be given to:

- improving and expanding essential public works services (water supply, water pollution control, and solid waste management) in keeping with the commitment to environmentally sustainable economic development;
- providing leadership in environmental matters by promoting "best available technology" for energy conservation, controlling the impact of decisions and actions on the local and global environment, and, in general, promoting a conserver society; and
- reducing the environmental impact of human activity on Lake Ontario generally and, in particular, on the quality of our watercourses, rivers, and waterfront.

Green Space

Finally, the Plan should provide for green space by the year 2011 that meets or exceeds a standard of four hectares (ten acres) per 1,000 persons and should consider options for acquiring additional park, waterfront, and valley lands.

SAFETY AND SECURITY

Balanced, high-quality service from a trained and knowledgeable police force is essential if people from many cultures and those with different needs are to have a sense that they and their property are safe and secure in a large urban area. In order to ensure that such service is provided, the Government of Metropolitan Toronto will continue to:

- work with neighbourhoods and distinct communities throughout Metropolitan Toronto to involve people in identifying and solving high-priority problems;
- build ties with citizens from diverse cultural and social backgrounds to ensure that they have a voice in decisions on the types of services being provided;
- use resources to help those individuals and groups at highest risk of being victimized and to improve those areas where threats to public safety are most likely to occur or where people perceive themselves to be at risk;
- strengthen relationships among police, government, and social agencies, in order to plan better and to respond more appropriately to safety and security issues; and
- monitor programs regularly, evaluating their effectiveness and efficiency against public needs, in order

to set priorities and ensure effective allocation of resources.

Ambulance service is also a crucial element in any community's safety and security: quick pre-hospital emergency medical services and ambulance transportation must be available throughout Metropolitan Toronto. These services must reflect up-to-date medical care in critical emergencies and be sensitive to the needs and expectations of all sectors of Metropolitan Toronto's population. In order to ensure that this is the case, the Government of Metropolitan Toronto will:

- carry out detailed monitoring of services and tailor them to changes in volume and the distribution of demand;
- undertake long-term strategic analysis to anticipate required changes within the infrastructure and establish priorities;
- expand on-site and in-transit service, in order to provide comprehensive, advanced pre-hospital emergency care throughout the community; and
- provide recruitment programs that reflect Metropolitan Toronto's multicultural nature and that enable its ambulance system to deliver service to the community's many linguistic and cultural groups.

In seeking to provide for the safety and security of all persons and property in Metropolitan Toronto, it will be necessary to upgrade the emergency plans to ensure that necessary services are provided in emergencies affecting the lives and property of citizens. This can be achieved by:

- integrating emergency services wherever an emergency occurs, so that fire, police, and ambulance personnel work together to manage the emergency more effectively;
- introducing a formal Incident Command system to help distribute personnel to emergency sites and create a protocol on how personnel should be distributed in emergencies;
- developing and offering appropriate training of police, ambulance, fire, and hospital personnel, so that they can carry out co-ordinated operating procedures in dealing with hazardous materials;
- reviewing, updating, and testing various components of the emergency plan annually;
- developing a process by which the emergency planning by-law is updated regularly; and
- improving computer-aided emergency management systems.

ACCOUNTABLE GOVERNANCE

In choosing accountable governance as one of its four primary goals, the Metropolitan Government sees the need for action that emphasizes integrity, communications, public participation, autonomy, intergovernmental relations, and sound internal structures.

Key Objectives

In order to meet its goal, the Government of Metropolitan Toronto will:

- assert its autonomy in determining the nature and scope of services, programs, and policies it provides;
- become a leader, consistent with the unique nature of the Metropolitan Government's co-operative and supportive relationships with local municipalities, other regional governments, the Greater Toronto Area, the Province, the Federal Government, and international connections;
- communicate its role, function, policies, and decisions internally and externally;
- provide a process by which all members of this diverse community can genuinely participate in and respond to Council's deliberations and decisions;
- demonstrate the highest standards of collective and individual integrity in exercising the authority vested in elected officials and staff;
- organize and structure the Metropolitan Toronto Government's decision-making bodies and procedures in ways that promote co-ordinated, effective, open, timely, and efficient resolutions and actions;
- ensure that Council's decision-making structures protect and accommodate the diverse needs, including the cultural expression, of all members of the community;
- measure Council's performance against the strategic planning goals and report regularly on its achievements;
- introduce effective environmental monitoring so that the Metropolitan Government's actions enhance and protect the environment;
- assert Council's policy direction and financial control over its agencies, boards, and commissions.

Action

In order to meet its goals, the Government of Metropolitan Toronto must:

- develop communications for Council that describe its initiatives and undertakings in a timely manner;
- develop communication mechanisms that respond to varying degrees of literacy, visual, and hearing disabilities, as well as multilingual requirements;
- encourage public involvement by ensuring that rec-

ommendations for public participation are included in reports related to major Council initiatives;

- co-ordinate and promote the Metropolitan Toronto Government's role and position in relation to other governments;
- foster and encourage constructive consultation that promotes the strength and vitality of area municipalities in the Metropolitan Toronto Government framework;
- review the legislative and financial frameworks of Metropolitan Toronto Government's services and programming to set expenditure priorities and diversify revenue sources;
- re-establish a Structure Committee, composed of members of Council, to review existing and possible models of decision-making and recommend appropriate changes;
- seek revisions to *The Municipality of Metropolitan Toronto Act* and other legislation to achieve greater autonomy for the municipality;
- advocate the recognition of municipal governments in the *Constitution Act, 1982*;
- review and monitor adherence to standards of public trust and integrity for elected and staff officials and ensure public disclosure;
- provide a mechanism for Council to debate strategic priorities within the existing budget cycle and procedures;
- improve co-ordination and priority-setting through more informed use of existing provisions in the procedural by-law;
- delegate more administrative authority to staff, in order to enhance Council's policy-setting role;
- investigate the extent to which decisions should be delegated to Council committees and institute necessary changes;
- revise Council and committee report formats (policy and administrative sections), approval procedures, and issues management systems to focus debate on priorities and to provide for monitoring and evaluation mechanisms;
- continue reviewing the special purpose bodies the Metropolitan Toronto Government is involved with and alter its involvement as appropriate; and
- use fully the powers currently available under *The Municipality of Metropolitan Toronto Act* to control and set direction over agencies, boards, and commissions and to seek additional legislative powers where that is necessary to assert appropriate control.

By allocating the activities of the Government of Metropolitan Toronto into four work policy areas, the Strategic Plan serves as a guide to focus the Metropolitan Toronto Government in the next ten to 20 years. The Plan will help elected officials and staff establish priorities and manage emerging issues.

This strategic focus will assist current and future policy formulation in several ways. It will permit staff to channel material to Council on an integrated, issue-specific basis, and it will provide a yardstick for measuring achievements of both Council and staff. Furthermore, the Plan can be used to help structure debate arising from conflicts that emerge from inevitably competing objectives.

In order for the Strategic Plan to guide everyday activities and decisions, ways must be found to integrate it with current management processes. Successful implementation of strategies and actions will require some realignment of current priorities and will have to be balanced against availability of funds. While the Plan sets directions, implementation priorities will have to be reviewed annually and integrated with ongoing budget and planning processes.

The Strategic Plan is intended to provide a carefully considered direction for the Metropolitan Government. It describes strategies to meet those conditions that can be reasonably foreseen and goals that will apply in the long-term. When a fresh issue is faced, it will be debated within the framework of the goals and objectives of the Plan.

Although the Strategic Plan will not require frequent amendment, it is not an unalterable set of rules to be followed irrespective of changing realities. In the event of unforeseen circumstances, the Strategic Plan must be reviewed and altered as necessary to help the Metropolitan Toronto Government adapt to change. In this way, the Strategic Plan will remain a dynamic and integral part of future policy formulation.

While the challenges ahead may seem daunting, there is every reason to have confidence in the ability of the Metropolitan Toronto Government to meet them. This community originated in the determination of people with foresight and daring who recognized that the future would not be like the past. Their goal then — and ours now — is to provide citizens with an urban area that is economically and environmentally healthy, that encourages their hopes for themselves, their families, and their community, and that helps them translate those ambitions into reality.

APPENDIX I: BACKGROUND OF THE PRIMARY GOALS

This necessarily brief background is designed to acquaint readers with the most important aspects underlying the Strategic Plan.

A VITAL ECONOMY

Two major areas were considered — the general economy: employment levels, capital investment, and housing starts, which determine the health of Metropolitan Toronto's economy; and the internal economy: the financial condition of the Metropolitan Toronto Government and its ability to fund services and infrastructure.

Clearly, the two are linked: good health in one sustains good health in the other. At the same time, Metropolitan Toronto, as a primary source of Canadian wealth, is important to the health of the national and provincial economies. A strong Metropolitan Toronto economy will generate personal and corporate income and sufficient revenue to support government expenditures at all levels.

The General Economy

As the largest and most dynamic Canadian regional economy, Metropolitan Toronto both reflects Canadian cycles of prosperity and recession and has an impact on them.

In the past, Metropolitan Toronto has been able to face such cycles and effectively meet the challenges they represent. But worldwide change, such as the increasing globalization of trade, must not be confused with normal business cycles. There is an increasing need for Canadians to compete daily with the industrial economies and technical sophistication of countries around the world, irrespective of the current recession.

Metropolitan Toronto will continue to dominate the Canadian economy, leading the country in employment levels, new building activity, retail sales, manufacturing, and business growth. However, enterprises in Metropolitan Toronto, like those across Canada, have recently been handicapped by a high Canadian dollar, high interest rates, and the need to increase expenditures on research and development.

Because Metropolitan Toronto has been Canada's fastest growing region, its economy has been hit hard by the recession. The Goods and Services Tax will help manufacturing industries, but will add to the service sector's costs. The Provincial Government's Commercial Concentration Tax has added to the problems of doing business in the Metropolitan Toronto region and these have been further exacerbated by the Province's decentralization of some of its offices to locations outside Metropolitan Toronto.

Municipal governments can do little to influence global change, but they can work effectively to deal with the consequences. Capital infrastructure projects can be initiated and, in some cases, accelerated. Under-utilized industrial sites can be made more attractive, and retraining can upgrade labour force skills. An emphasis on providing services that give value for money and high-quality infrastructure will attract industry and more highly paid jobs.

A good portion of this Strategic Plan is aimed at enhancing Metropolitan Toronto's general economic vitality. In the past, Metropolitan Toronto has been able to offset economic problems by actively helping business grow and by attracting new investment. Despite recent difficulties, it will continue to take measures to do so.

The Internal Economy

Whatever the outside economic circumstances, Metropolitan Toronto has its own internal economy based on its determination to continue providing services within a prudent financial framework.

Improving the relationship with the Provincial Government is recognized as a key to a stronger Metropolitan Toronto. Cutbacks in subsidies and transfer of provincial responsibilities, without transfer of corresponding funds, cost Metropolitan taxpayers more than $100 million between 1988 and 1990. Over the past five years, discretionary grants that help offset mill rate increases have declined substantially as a proportion of the Province's transfer payments. The Government of Metropolitan Toronto's costs have risen four times as much as the increases in the discretionary grants.

Thanks to sound debt-management policies, Metropolitan Toronto is in excellent financial health and enjoys the highest possible credit rating in the international bond market. However, its infrastructure is aging, and greatly increased expenditures will be necessary if the Metropolitan Toronto Government is to continue to provide satisfactory service to meet demands.

Recent studies show that using normal funding arrangements to meet anticipated maintenance of and improvements to infrastructure would seriously alter Metropolitan Toronto's fiscal position. Clearly, its Government must develop new financial strategies that do not jeopardize its financial health and must work with the Provincial Government in developing them.

In 1988, municipal expenditures per household in Metropolitan Toronto were 38 per cent higher than the provincial average, and its total property taxes per household in that year were 17 per cent higher than the provincial average.

At the same time, unconditional per household provincial grants to Metropolitan Toronto were ten per cent lower than for the rest of the Province. In recent years, the Metropolitan Government has had to make substantial increases in the mill rate while struggling to maintain its service level. While they expect continued services, property owners are not prepared to pay ever-increasing property taxes.

The Government of Metropolitan Toronto believes that comprehensive reform of provincial-municipal financial arrangements is urgently required. Serious consideration must be given to funding education, income maintenance, and employment support programs from taxes that are more progressive than the property tax. Currently, no grant money is received from the Provincial Government for public education, the cost of which is borne entirely by property taxpayers in Metropolitan Toronto. The new Provincial Government's promise to increase its share of education funding was encouraging and must be maintained.

Rationalization of responsibilities, accountability, and funding arrangements between the Province and the Government of Metropolitan Toronto will produce benefits for both. The outcome of deliberations arising from the report of the Advisory Committee on the Provincial-Municipal Financial Relationship and the report of the Greater Toronto Co-ordinating Committee on Alternative Revenue Sources are eagerly awaited. Fair financing arrangements between the Province and the Metropolitan Government must be found; for its part, the latter is researching a wide range of alternative and more progressive taxing arrangements. It is also examining the private sector's involvement in financing the development of infrastructure and facilities.

Economic health does not exist in a vacuum: it translates directly into jobs, a vibrant commercial and industrial sector, housing, and the Government of Metropolitan Toronto's ability to provide education, day care, training, welfare, assisted housing, and programs that heal existing environmental damage and prevent it from occurring in future.

A SUSTAINABLE ENVIRONMENT

The finite capacity of the Earth to provide usable resources and to absorb waste and pollution is widely recognized as a critical world problem. In an urban area like Metropolitan Toronto, there is an urgent need to balance economic growth with environmental needs — the concept known as environmentally sustainable economic development.

Global warming is a case in point. Caused by the build-up of gasses that contribute to the greenhouse

effect, it, in turn, results in large part from emissions from industrial and transportation sources that are central to urban life. It is necessary, therefore, to integrate environmental concerns into urban policy and planning decisions if we are to preserve and enhance the quality of life in Metropolitan Toronto.

The Government of Metropolitan Toronto recognizes that local action is a key to dealing with these concerns. At present, it has major responsibility in several areas that affect the environment:

- parklands, watersheds, and the waterfront;
- transportation, including major roads, public transportation, bicycle paths, and pedestrian safety;
- water pollution control, including waste water and urban run-off treatment;
- waste reduction, re-use, recycling, and disposal programs;
- supply of drinking water;
- public education to encourage waste reduction and conservation;
- land-use planning;
- identification of economic opportunities associated with the environment; and
- flood control in river valleys and on the waterfront.

Overall, Metropolitan Toronto has great environmental strengths: large supplies of fresh water and a well-established regional parks system. It is comparatively clean and has an essentially sound, if aging, infrastructure. It has many knowledgeable and dedicated environmental action groups. Furthermore, its federated system of local government translates into action across a wide area. However, there are environmental pressures and concerns about improving co-ordination of efforts in regard to solid waste; resources conservation; water, soil, and air quality; urban form; and information and management processes.

Approximately 2.5 million tonnes of waste per year were received for disposal at Metropolitan Toronto facilities between 1987 and 1990. In the interest of conserving resources and relieving pressure on rapidly filling landfill sites, Metropolitan Toronto is committed to an aggressive program of reduction, re-use, and recycling, in that order of priority.

In order to conserve resources, in 1981 an energy conservation program was initiated by the Metropolitan Government. Its primary focus has been to cut energy use in Government operations, thereby saving resources. To enhance energy-saving measures and reduce fossil-fuel consumption, the Metropolitan Government is setting more stringent targets for the next ten years and will act as a model for energy conservation practices to the community. In addition, it is committed to working with

appropriate jurisdictions to determine how to reduce energy consumption throughout the Metropolitan community.

Canadians are among the greatest users of water in the world, consuming some 150 cubic metres per capita annually. In the interests of conservation, the Metropolitan Toronto Government has set as a target a significant reduction in residential and commercial use of municipally treated water.

Water supplies are central to maintaining healthy ecosystems, as well as for drinking and recreation. Metropolitan Toronto operates four sewage treatment plants that process 300 million gallons of waste water daily. Nonetheless, when water flows peak during storms, some partially treated water flows into Lake Ontario. In addition, sewage treatment facilities are not designed to treat some kinds of waste, including the average 35 litres of toxic waste discarded annually by each household in Metropolitan Toronto.

Beach closings and periodic restrictions on eating game fish are symptomatic of contamination problems. The Government of Metropolitan Toronto is dedicated to restoring Lake Ontario to swimmable standards and to reducing pollution in all its watercourses.

There is extensive documentation to show how the presence of trees contributes to a reduction of carbon dioxide in the atmosphere. The existence of parkland helps preserve natural habitats, prevents soil erosion, and creates recreational areas. As well, trees and parkland are an important factor in people's enjoyment of their physical surroundings.

While Metropolitan Toronto has always planted trees as part of its parks program, it is now committed to significantly increasing the number of trees in the Municipality.

The Toronto region contributes to global warming and ground-level ozone because of the use of coal-fired generating plants, which provide one quarter of Ontario's electrical supply. The other big source of these pollutants is the automobile: currently, 65 per cent of Greater Toronto Area commuters drive cars to work or school. Vehicle emissions within Metropolitan Toronto contribute 10 million tonnes of carbon dioxide annually to the atmosphere. In the next 15 years, it is expected that tailpipe emissions will rise by 25 per cent as a result of increased use of road transportation.

If Metropolitan Toronto is to support a population expected to equal or exceed 2.5 million by 2011, urban density strategies must be developed to ensure that the population can be served while sustaining the environment. These strategies must include such objectives as establishing targets for reducing fossil-fuel use and green-

house gas emissions, managing the road system, expanding public transit, and encouraging alternate modes of travel and fuel usage.

For example, the Metropolitan Toronto Government should identify and investigate innovative projects that conserve energy and reduce emissions to the environment, including the "free cool" project that provides energy-efficient cooling using Lake Ontario water, but not conventional coolants — the chloroflurocarbons (CFCs) that contribute to ozone thinning.

Public education about the environment must be strengthened and current decision-making processes must be modified to become environmentally sensitive and to ensure that all actions taken by Metropolitan Toronto are evaluated for their impact on the environment. These should include: environmental budgeting procedures, methods for setting priorities in funding environmentally supportive projects according to the degree they benefit the local or global environment, and a sound understanding of the present state of the environment.

The environment does not respect municipal boundaries or jurisdictional limitations. Watersheds and toxic gasses do not stay within municipal boundaries. Therefore, leadership and co-operation are needed to ensure that common standards are set and common objectives met.

SOCIAL EQUITY

The analysis of social equity issues focused on the relationship among people (demographics), jobs (economy), community (social/institutional structure), and the built environment (infrastructure). This is a fundamental shift from the traditional way we have looked at the role of the Metropolitan Toronto Government in social concerns: from a problem-specific approach to a more strategic, integrated approach.

Demographics

In the past five years, the population of Metropolitan Toronto has fluctuated only slightly. At the same time, however, dramatic increases have taken place in the population of the surrounding regions. It is estimated that Metropolitan Toronto's population will reach between 2.5 and 2.8 million by 2011, with the Toronto region reaching five million by that time. Most residential growth and urban sprawl has taken place outside Metropolitan Toronto's boundaries, primarily because affordable housing has been more readily available there.

At the same time, however, Metropolitan Toronto has the greatest number of employment opportunities, which has put severe pressure on the built environment and community services within the Metropolitan boundaries.

In the future, the primary growth of Metropolitan Toronto's population will come from families immigrating here from other countries. As a result of this immigration, the relative proportion of elderly and youth in the community will likely change, and racial minorities will account for as much as 30 per cent of the total population. These changes will have enormous implications for service-delivery in the future:

- programs related to labour adjustment, training, and English as a second language will have to be expanded;
- community-based service-delivery systems will have to be revamped to address the needs of an even more culturally diverse population; and
- health, education, and social services will have to be expanded to meet the community's growing and changing needs.

Population and employment growth can be accommodated only if infrastructure — roads, the transit system, water supply, sewage treatment, and waste disposal — is replaced or expanded. In fact, even if Metropolitan Toronto's population were not to increase, the existing infrastructure would still have to be renovated, replaced, or renewed.

Social equity means that, as well as having programs that respond to people's needs, the community must also have the basic infrastructure needed to keep it operating effectively, efficiently, and in the best interests of all its citizens.

ACCOUNTABLE GOVERNANCE

"Governance" is a term that embraces the overall manner in which the Government of Metropolitan Toronto functions to determine how and what services should be provided, and why. The closing decade of the 20th century presents both new and re-emerging issues, and it demands responses that reflect the diversity of needs and encourage increased citizen participation in government. The need to focus on Metropolitan-wide policy issues such as housing, waste management, environmental protection, waterfront development, crime prevention, and the like has enhanced the need for effective regional government.

Direct election of Metropolitan Councillors has helped residents focus on Metropolitan issues. It has intensified the need to review Council and committee structures and decision-making procedures and to clarify and strengthen the role of Council in relation to the many Metropolitan Toronto agencies, boards, and commissions.

The climate of intergovernmental relations has been changing: as previously noted, the Metropolitan Toronto Government is in the process of renegotiating its finan-

cial partnerships with the Province, is defining its role within the Greater Toronto Area, and is seeking to fulfil its international responsibilities, particularly in the matter of environmental protection. New structures and processes are needed to reflect and support this evolution.

Integrity

In the past decade, people have become increasingly cynical and mistrusting of politicians and of all levels of government. Many doubt governments' willingness or ability to be financially responsible. There is a sense that the level of public involvement in government decision-making is negligible — that governments make their most significant decisions behind closed doors and that money influences both the electoral process and the way policies are shaped. The temper of the times in Canada dictates higher standards of personal and public behaviour in the conduct of government affairs.

Although government at the municipal level is highly participatory, accessible, and open, the average citizen tends not to distinguish between one layer of government and another, or among their respective elected officials and public servants. They are generally dissatisfied with all governments. The Government of Metropolitan Toronto has a solid history of individual and corporate integrity, as demonstrated by both elected representatives and appointed officials, and this integrity is monitored through a variety of effective checks and balances.

Communications

Throughout its history, the Government of Metropolitan Toronto has had a modest public profile and identity. Until recently, Councillors were accountable only to the voters in the local municipality to which they were elected. As a result, for 35 years the responsibilities, services, and programs of the regional government rarely found their way into electoral debates. However, the fact that Metropolitan Toronto's Council is now elected directly has created a greater need for communication between citizens and the Government. High levels of public participation and accountability are encouraged and maintained by communications strategies that explain the role and function of the Metropolitan Toronto Government and provide information on the way in which policy and financial choices are made by Council.

The great diversity of people in Metropolitan Toronto requires ways of responding to a variety of levels of literacy, visual and hearing ability, and language proficiency; these mechanisms must be reasonable in cost and must not be perceived as self-serving. The specific actions required to meet those requirements begin with the com-

munication of this Strategic Plan and must be continued by programs of public participation that will increase with the completion of the Metro Hall in the early 1990s.

Public Participation

The Government of Metropolitan Toronto has a history of public involvement and participation. Since 1981, it has emphasized preventive, community-based activity, supported by a program of community development to assist neighbourhoods most in need.

Over the years, various individuals, organizations, and institutions have been engaged with the Government of Metropolitan Toronto in discussing key human services issues. The Solid Waste Environmental Assessment Plan (SWEAP) process shows how high levels of participation can be incorporated in formulating public policy. Developing the Economic Development Strategy involved many representatives of the industrial, labour, manufacturing, and academic communities.

Other key initiatives undertaken by the Government of Metropolitan Toronto, such as the development of programs dealing with multiculturalism, race relations, and equal employment opportunity, have been carried out in response to local situations and have been effective, although not widely known.

Since its early days, the Government of Metropolitan Toronto has understood that public participation is valuable and must be part of the policy development process — where it is appropriate and is carried out in ways that do not unduly delay decision-making and program implementation. It is essential that public involvement becomes part of the normal policy-making process and is valued as a contribution to it.

Autonomy

At this stage in the development of Metropolitan Toronto, it is important that priorities be established by the community and not by a third party. One of those priorities must be co-ordinated planning of infrastructure development, especially transportation. Other issues include Metropolitan Toronto's response to decisions within the GTA on green space, the location of housing, and of mixed use, self-contained communities.

The City of Toronto — which had the economic strength and vitality that fuelled development of the Metropolitan region in the early days — has ensured, in the past 37 years, that its unique nature and identity continue to thrive. In the same way, Metropolitan Toronto now fuels the development of the Greater Toronto Area. However, Metropolitan Toronto must ensure that its economic strength and role as a national and regional resource are protected in the next ten years.

While the Province acted boldly in 1953, in creating a structure unlike any other then in existence, in more recent years it has responded to Metropolitan Toronto's particular needs by applying province-wide norms.

Over the years, the Government of Metropolitan Toronto has demonstrated that it can discharge the responsibilities it was given and do so in a way that meets its specific needs. The Municipality of Metropolitan Toronto Act and other provincial legislation must now be reviewed to increase Metropolitan Toronto's autonomy. It is also time to renegotiate responsibility for programs and policies, particularly in the areas of transportation, community services, housing, planning, and waterfront development, and to explore ways of financing Metropolitan Toronto's undertakings, so that quality and continuity are assured.

Intergovernmental Relations

There are parallels between the circumstances that led to the creation of the Metropolitan Toronto Government and the circumstances facing it today. When it was created, the region had the ability to build the essential infrastructure — thanks, in large measure, to the strong credit rating of the City of Toronto.

Today, as a result of an increasing assessment base and prudent fiscal management, the Metropolitan Toronto Government's credit rating is unsurpassed. If its economic strength and experience in regional service-delivery are used as the basis of development of the Toronto region, there are questions that must be asked and answered. What role will the Government of Metropolitan Toronto play? How will relations between the Province and the Metropolitan Toronto Government be affected? And, what will the relationships be amongst the member municipalities of the Metropolitan Toronto federation?

The potential for creating sharp divisions between the area municipalities and the Metropolitan Toronto Government will be tested if the latter chooses to exercise powers that have lain dormant through disuse for so long. The generally benign state of intergovernmental relations could alter dramatically as planning powers are tested in areas such as waterfront development, housing, transportation, revenue generation, etc.

There is ample evidence to suggest, however, that the Metropolitan Toronto Government, in partnership with its area municipalities, can develop and implement joint solutions in areas of mutual interest. Co-operation and consensus building have been hallmarks of the Metropolitan Toronto Government's approach to shared jurisdictional concerns. Clarification and co-ordination of existing powers are required, as are amendments to the

legislation covering these powers, in order to assist the Government achieve its goals.

The Metropolitan Government, which has been treated as an equal among the other four regions, has responded positively to the Province's initiatives in relation to the Greater Toronto Area.

There is a wide spectrum of opinion about how the Metropolitan Toronto Government should respond to these provincial initiatives. Within the Metropolitan Toronto Government and, to a lesser extent, outside of it, there is a feeling that its role is not simply as one amongst equals — that its record and accomplishments mean it should assume a major leadership or anchoring role in the evolution of the Toronto region.

There is another body of thought, which holds that the basic concepts underlying the emergence of the Greater Toronto Area call for much more serious and detailed public examination before the GTA becomes entrenched.

The Government of Metropolitan Toronto acknowledges that it is increasingly influenced by national and international events and forces. It participates frequently in international activities through support of cultural, humanitarian, and economic development activities and is beginning to work with other urban centres in policy formulation, particularly in the environment.

Internal Structure

The direct election of Metropolitan Toronto's Council in 28 wards has focused attention on the implications of decisions that span all Metropolitan Toronto Government programs and special-purpose bodies (SPBs). The increased representation of Councillors on the SPBs, and the fact that more time is now devoted to committee work, has heightened the awareness of the complexity of problems that must be faced.

Councillors and senior staff know that decision-making mechanisms within the Government of Metropolitan Toronto need re-examination and re-assessment. Methods to examine policies, procedures, and priorities across Metropolitan Toronto's departments and the SPBs are needed, in order to ensure that the Metropolitan Council's priorities are being met.

At present, there is no system for measuring the degree to which the organization meets the objectives it sets for itself. Therefore, it is necessary to review, refine, and revise decision-making structures and processes to ensure they lead to co-ordinated, effective, open, timely, and efficient plans and actions. They must promote opportunities to accommodate — to the extent democratically possible — diverse and sometimes conflicting aspirations within the community.

APPENDIX II: MAJOR PROBLEMS FACING METROPOLITAN TORONTO

The urban phenomenon is relatively new: within living memory, most Canadians lived in rural areas; today, the majority live in urban settings. The phenomenon of the large metropolis, like Metropolitan Toronto, is even newer. The strategies outlined in this Plan are an attempt to anticipate and respond to changes in the Metropolitan community. Some of the challenges faced by the Metropolitan Toronto Government are unique — but many are a result of the new urban phenomenon and are familiar in cities everywhere. The formulation of strategies contained in this Plan was based, in part, on recognition of the following problems.

Population Growth

Without specific intervention, population growth in Metropolitan Toronto will be stagnant, and the community will grow slowly as the number of people moving into and out of Metropolitan Toronto roughly balances. Unless more people are encouraged to reside within Metropolitan Toronto, the population is expected to increase by only five per cent, to approximately 2.3 million people, by the year 2011. With immigration, it can be expected to climb to between 2.5 and 2.8 million.

Household size is declining. The 1986 census showed 2.64 persons per household in Metropolitan Toronto, which is expected to decline to 2.42 persons per household by 2011.

Similarly, population density will not likely increase significantly in Metropolitan Toronto. In 1989, there were 3,500 persons per square kilometre in Metropolitan Toronto. By 2011, that figure is expected to rise to only 3,600 persons per square kilometre — unless the Metropolitan Toronto Government plans for densities that encourage efficient use of land and economic provision of transit.

Employment

Without intervention, growth in employment will be difficult because there will be roughly the same number of jobs disappearing in Metropolitan Toronto as becoming available in it. There were approximately 1.35 million jobs in Metropolitan Toronto in 1989; it is estimated that, by 2011, there will be roughly 1.7 million jobs, an increase that will contribute to further transportation demands.

Housing

It is unlikely that the housing stock will grow significantly: in 1989, Metropolitan Toronto had 830,000 housing units. It is expected that, by 2011, there will be

a demand for only another 150,000 units, a growth of only 18 per cent over 20 years — less than one per cent per year.

Upward Pressure on Property Taxes

Because of fiscal needs and program mix, property taxes for municipal and educational purposes are higher per household in Metropolitan Toronto than the provincial average. In 1988, they were $1,649 on average in Metropolitan Toronto, compared to the provincial average of $1,410. Furthermore, the average ratio of property tax to household income is higher in Metropolitan Toronto than the provincial average: 3.2 per cent compared to 2.9 per cent.

Education

Major increases in the demand for educational services are some ten years away. At that point, a wave of students will move through the system, significantly increasing pressure on it to provide additional service — a move that will increase costs through the year 2015.

Deteriorating Provincial Support

Provincial transfers of responsibilities, as well as cutbacks in transfer payments have cost Metropolitan Toronto more than $100 million in the past two years alone.

Unconditional transfer payments per household to Metropolitan Toronto are lower than for all Ontario: $217 compared to $238.

In 1980, 30 per cent of provincial transfer payments could be used by Metropolitan Toronto to reduce the mill rate; by 1990 that discretionary portion had shrunk to 16 per cent.

Municipal Expenditure Levels

In providing infrastructure and services, the Metropolitan Toronto Government spends substantially more per household than any other Ontario municipality: $4,151 per household in 1988, against the provincial average of $3,004 per household.

Infrastructure and Debt

The Metropolitan Toronto infrastructure requirements (water and sewer, roads, public transit, etc.) will necessitate an average annual gross capital expenditure over the next ten years of approximately $1.5 billion. This is a 400 per cent increase over the previous ten years.

Assuming that Metropolitan Toronto received subsidies to which it is now entitled, its debt charges, as a percentage of its levy, would rise from 12.4 per cent in 1990 to more than 30 per cent in the next ten years.

With the expenditure on infrastructure, the net outstanding debt could more than triple by 2000 — $1,666 million compared to $417 million in 1990 — unless alternative funding is found.

Clearly, current arrangements are inadequate and will have to be altered.

Water Pollution Control System

The Government of Metropolitan Toronto treated approximately 522 million cubic metres of waste water in 1990.

Planned capital expenditures on the water pollution control system will be more than $1.5 billion between now and 2001, with a further expenditure of $1.39 billion by 2011.

Water Supply Systems

The total Metropolitan Toronto water system provided approximately 512 million cubic metres of water in 1990. Of the total, approximately 53 million cubic metres were sold to the Region of York in 1990, up from 32 million cubic metres in 1985.

Waste Management

Approximately 2.5 million tonnes of waste per year were received for disposal at Metropolitan Toronto facilities between 1987 and 1990. About 750,000 tonnes of it were received each year from the Regions of York and Durham. Approximately half of all waste collection is on a user fee basis.

At their currently approved capacities, the Brock West Landfill Site will be filled no later than 1992, and the Keele Valley Landfill Site will be full no later than 1994.

Transportation

The demands on all forms of transportation in Metropolitan Toronto will continue to grow significantly: it is estimated that there are now 2.7 million automobile trips into, out of, or within Metropolitan Toronto each day. If, by 2011, there is no change in the forms of transportation people prefer (currently 69 per cent private automobile, 31 per cent public transit or other modes), the number of automobile trips could grow to more than five million daily.

Policing

The Metropolitan Toronto Police Force is facing markedly increased pressures that can be expected to increase costs. According to statistics and conclusions of the Metropolitan Toronto Police Commission:

* violent behaviour, especially amongst young people, is growing;

- inter-group tensions are growing and polarization is taking place between specific groups;
- specific needs for policing are growing in high-risk populations;
- patterns of drug-use are changing, with older people becoming more involved;
- white-collar crime has become increasingly more complex;
- traffic congestion is growing; and
- the need for increased technological and forensic skills, better methods of response, and more complex record-keeping mean a significant growth in the number of skilled person-hours required.

Business Costs

Business costs are exceptionally high in Metropolitan Toronto, making it difficult for local businesses to compete. For example:

- Metropolitan Toronto was the second costliest, after London, England, in a survey of 25 major European and North American cities;
- rental rates in Toronto's downtown core averaged $24.50 per square foot in 1989, compared to $20.33 in Montreal; and
- in 1989 construction costs were $49 per square foot in the Toronto core, compared to $24 in the Mississauga City centre.

APPENDIX III: PARTICIPANTS IN THE PREPARATION OF THE STRATEGIC PLAN

This Strategic Plan is the outcome of extensive consultation, which began in the spring of 1990 and continued for nine months. The process was directed by a Steering Committee which included:

STEERING COMMITTEE

METROPOLITAN CHAIRMAN ALAN TONKS,
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Chairman of the Steering Committee
COUNCILLOR DENNIS FLYNN,
Kingsway-Humber - Etobicoke
MAYOR DAVID JOHNSON, Borough of East York
COUNCILLOR JOAN KING, Seneca Heights - North York
COUNCILLOR DALE MARTIN, Downtown - Toronto
COUNCILLOR MAUREEN PRINSLOO,
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DOUGLAS P. FLOYD, Commissioner of Transportation
JOHN A. GARTNER, Commissioner of Planning
DALE E. RICHMOND, Chief Administrative Officer
DON R. RICHMOND, Commissioner of
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The following people contributed to development of the Strategic Plan:

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Advice was provided by other members of the Metropolitan Toronto Council and by other senior staff. In addition, the following special-purpose bodies have been consulted with regard to aligning their plans with the Metropolitan Toronto Strategic Plan:
The Metropolitan Toronto Board of Commissioners of Police
The Toronto Transit Commission
The Board of Governors of Exhibition Place
The Metropolitan Toronto and Region Conservation Authority
The Metropolitan Toronto Zoo
The Metropolitan Toronto Licensing Commission.
Ernst & Young, management consultants, assisted in developing this Strategic Plan.
This report was edited by Sheila Kieran